# POLICE AUDIT EXECUTIVE SUMMARY

## Audit Scope and Objectives

In July 2001 the Internal Audit Section of the Metropolitan Government of Nashville and Davidson County issued a request for proposals for a performance audit of the Police Department. Based on Metro's evaluation of the competitive bids submitted, MGT was selected to conduct the audit of the Metropolitan Police Department.

In October 2001, MGT began the on-site work, which included:

- evaluating workload and performance data;
- interviewing key individuals in MNPD, Metro, and the community;
- touring all major facilities operated by MNPD;
- reviewing major processes and operations; and
- reviewing various reports, files, and documents surrounding operating performance and personnel.

We also conducted a peer agency review with information gathered from six peer agencies selected for their overall comparability to Nashville and MNPD. Factors considered in selecting the peers included: population, community make-up, size of department, level of departmental activity, and use by Metro for economic and other comparisons. The selected peer agencies were Austin, Charlotte-Mecklenburg, Indianapolis, Louisville, Memphis, and Oklahoma City. Detailed information was gathered from each of the peers on department organization, workload, staffing, budget, and various operating practices and procedures. Also reviewed were crime statistics and community demographics. All relevant observations were incorporated into the report.

Among the primary objectives of the audit were:

- evaluation of performance measures used;
- analysis of organizational structure;
- assessment of major departmental operations;
- evaluation of training programs and promotional processes;
- analysis of resource allocation, including utilization of personnel;
- use of technology;
- comparisons of MNPD to peer police departments;
- assessment of strategic planning;
- identification of strengths and weaknesses; and
- development of recommendations for improvements.

MNPD has adopted a philosophy of "Community Oriented Policing." We evaluated current operations and framed our recommendations in the context of community policing. Community policing embraces the philosophy of taking proactive steps to prevent crime. It requires the police to find solutions to treat problems, not merely symptoms, and it emphasizes the development of partnerships between the police, the community, and other governmental agencies. It relies on department decentralization and an orientation of the patrol function to facilitate two-way communication between the police and the public.
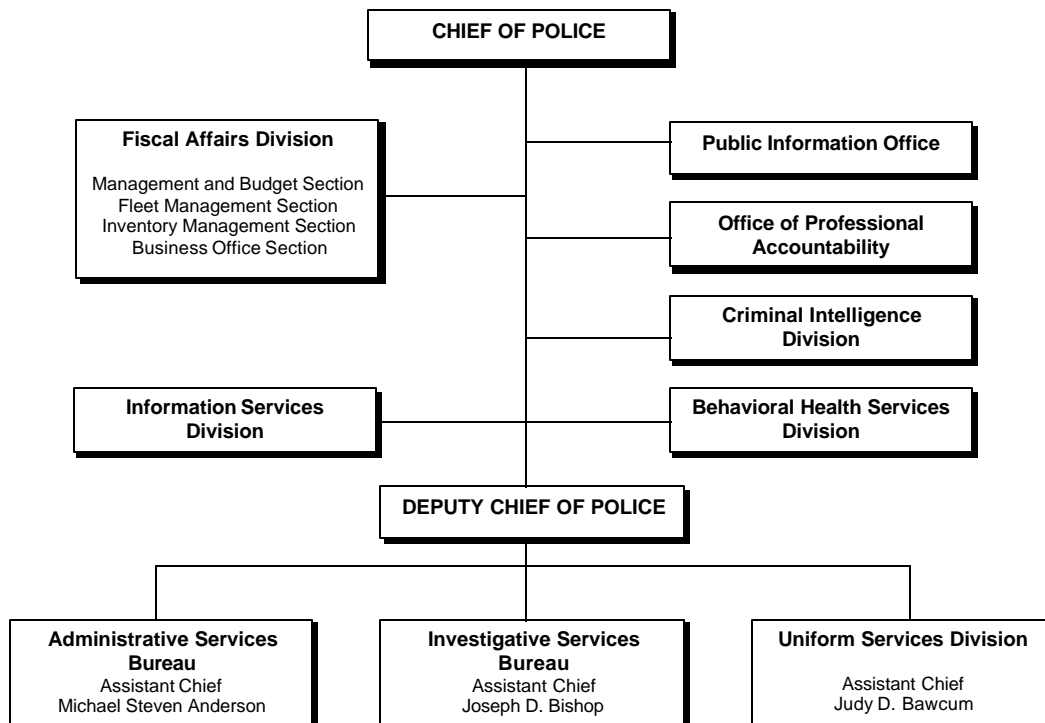
## MNPD Overview

The 2001–2002 budget totaled $109,691,263, approximately $97,000,000 of which was for personnel related expenditures. At the time of the audit, there were 1,226 sworn and 626 non-sworn personnel on the police department staff. Since that time MNPD has enrolled an academy class of 41 new police recruits.

After analyzing the overall departmental budget and staffing, it was determined that MNPD was within the range of available resources expected for an agency of its size. The only unusual peer analysis finding was that MNPD's use of sworn officers in the Patrol Division whose primary responsibility is responding to calls for service was the lowest of any of the peers.

The current organizational chart is shown below as Exhibit 1. The current structure has three bureaus and seven functional areas, six of which have division status and directly report to the Chief of Police.

**EXHIBIT 1**
**CURRENT ORGANIZATIONAL STRUCTURE**
**METROPOLITIAN POLICE DEPARTMENT**

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                          ┌─────────────────────┐
                          │   CHIEF OF POLICE    │
                          └─────────────────────┘
                                     │
  ┌──────────────────────────┐       │       ┌──────────────────────────┐
  │  Fiscal Affairs Division │       │       │ Public Information Office │
  │                          │       ├───────│                          │
  │ Management and Budget    │       │       └──────────────────────────┘
  │   Section                │       │
  │ Fleet Management Section │       │       ┌──────────────────────────┐
  │ Inventory Management     │       ├───────│ Office of Professional   │
  │   Section                │       │       │   Accountability         │
  │ Business Office Section  │       │       └──────────────────────────┘
  └──────────────────────────┘       │
                                      │       ┌──────────────────────────┐
                                      ├───────│ Criminal Intelligence    │
                                      │       │   Division               │
  ┌──────────────────────────┐        │       └──────────────────────────┘
  │ Information Services      │        │       ┌──────────────────────────┐
  │   Division                │────────┤       │ Behavioral Health        │
  └──────────────────────────┘        │       │   Services Division      │
                                       │       └──────────────────────────┘
                          ┌─────────────────────┐
                          │ DEPUTY CHIEF OF      │
                          │      POLICE          │
                          └─────────────────────┘
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| Administrative Services Bureau | Investigative Services Bureau | Uniform Services Division |
|---|---|---|
| Assistant Chief Michael Steven Anderson | Assistant Chief Joseph D. Bishop | Assistant Chief Judy D. Bawcum |

## *Commendations*

In addition to identifying areas needing improvement, we identified commendable areas where programs or actions were performing particularly well. Among those items that were most noteworthy was the fact that MNPD is now completing its second national law enforcement reaccreditation cycle. MNPD is nationally accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA), and only one other peer agency shares this distinction.

Among other commendations noted were:

■ In spite of frustration driven largely by staffing and resource allocation issues, officers and civilian employees alike are generally positive about the future and want to see the agency improved.

■ We were impressed with the high quality of many staff members and believe that long-term leadership needs can be met.

■ The department is implementing a second generation Automated Fingerprint Identification System (AFIS) before most police departments have attained this technology.

■ An internal flyer is published frequently to attempt to keep MNPD employees up to date on issues/incidents of concern to them.

■ The Information Services Division has achieved significant cost savings by undertaking in-house maintenance of several pieces of computer hardware.

■ Police officers teach the DARE and GREAT programs and serve as mentors and positive role models for students.

■ The SWAT Team and Negotiator Unit are staffed with specially trained personnel without requiring them to be assigned to these units full-time.

■ The SWAT Team has been the recipient of numerous awards and commendations.

■ Digital photography has taken the place of conventional "wet film," allowing for easier handling of crime scene photos.

■ The elimination of "wet film" has allowed the removal of all photo darkroom equipment, providing valuable office space for the ID Unit.

■ The Department has state-of-the-art ballistics comparison equipment, allowing for much quicker and more thorough testing of firearms thought to be involved in crimes.

■ The Department has maintained a practice of internal promotion of latent fingerprint examiners, which provides a career ladder for non-sworn employees in this division.

■ Task Forces enable the department to obtain significant outside assistance on complex investigations that it might not otherwise be able to undertake or sustain.

■ MNPD's participation in these Task Forces gives it a voice in how multijurisdictional investigations are carried out.

## *Overall Conclusions*

As part of the peer analysis review mentioned above, we compared budgeted funding levels and found MNPD to be comparable to peer agencies.  The 2001–2002 budget totaled $109,691,263, approximately $97 million of which was for personnel related expenditures.  The current budget reflects an approximate 10 percent increase over the prior year, most of which was for pay adjustments to bring police salaries to market levels.  It appears that sufficient budgetary funding is allocated to MNPD.

At the time of the audit, there were 1,226 sworn and 626 non-sworn personnel on the police department staff.  Since that time MNPD has enrolled a class of 41 police recruits.  Total staffing was determined to be within the range expected for an agency of this size for both sworn and non-sworn employees. The only area in which MNPD staffing was out of line was with regard to assignment of officers to patrol duty.  The percentage of sworn officers assigned to patrol duty was the smallest of any of the peers.  In contrast, the percentage of uniformed officers assigned to specialized units by MNPD was the highest of the peer agencies.

It should be noted that in reviewing the number of patrol officers for MNPD and the peers, we considered only uniformed officers whose primary duty was direct call response.  While MNPD does have additional officers assigned to specialized units who spend some portion of their time responding to calls, these were not counted in the patrol totals.

Despite fewer officers assigned to patrol and larger patrol areas per officer than peers, our review of MNPD response times showed that Nashville's response times are in line with benchmark targets.  Although there are no national standards for response times per se, the target of 5 minutes for emergency response has long been an accepted benchmark. The reported mean response time figures for the two highest

priority codes were 4:39 minutes and 5:40 minutes.  The overall average response time figure for all calls was 9:35 minutes.  These times are well within acceptable professional standards.

When Part One Crime (defined by the FBI as being the major crimes of Homicide, Rape, Aggravated Assault, Robbery, Burglary, Auto Theft, and Larceny) was reviewed, MNPD's crime rate was found to be above the average.   In comparing crime rates among communities, it is important to keep in mind that several factors can impact the observed results, including local reporting differences and the fact that the data are self-reported.  Additionally, local conditions—such as citizen confidence that crime will be dealt with and victim support—can impact the level of crime reported.

When crime rates of the peer agencies are reviewed in the context of the population sizes, per capita income, unemployment rates, department budgets, total staff available, and overall community demographics of the peers, there is no obvious external factor or set of factors that would explain Nashville's crime statistics.  The only significant difference that we saw in looking at the peer agencies compared to Nashville is that Nashville has the lowest percentage of total available staff dedicated to the patrol function.  This is not meant to imply that there is a direct cause and effect relationship between the level of staff dedicated solely to patrol and crime rates.  As discussed above, there are several complex factors that impact reported crime rates.

Additional staff resources are not being recommended at this time for two primary reasons.  First, overall department staffing levels are within the range we would expect. Second, there is insufficient data available concerning workload, utilization, and performance of current staff to determine if additional personnel may be needed.  We have specifically recommended that a comprehensive assessment of staffing be conducted.

## Major Findings and Recommendations

In each major section of the report specific findings and recommendations are presented in detail. Some of the more significant findings and recommendations are summarized below.
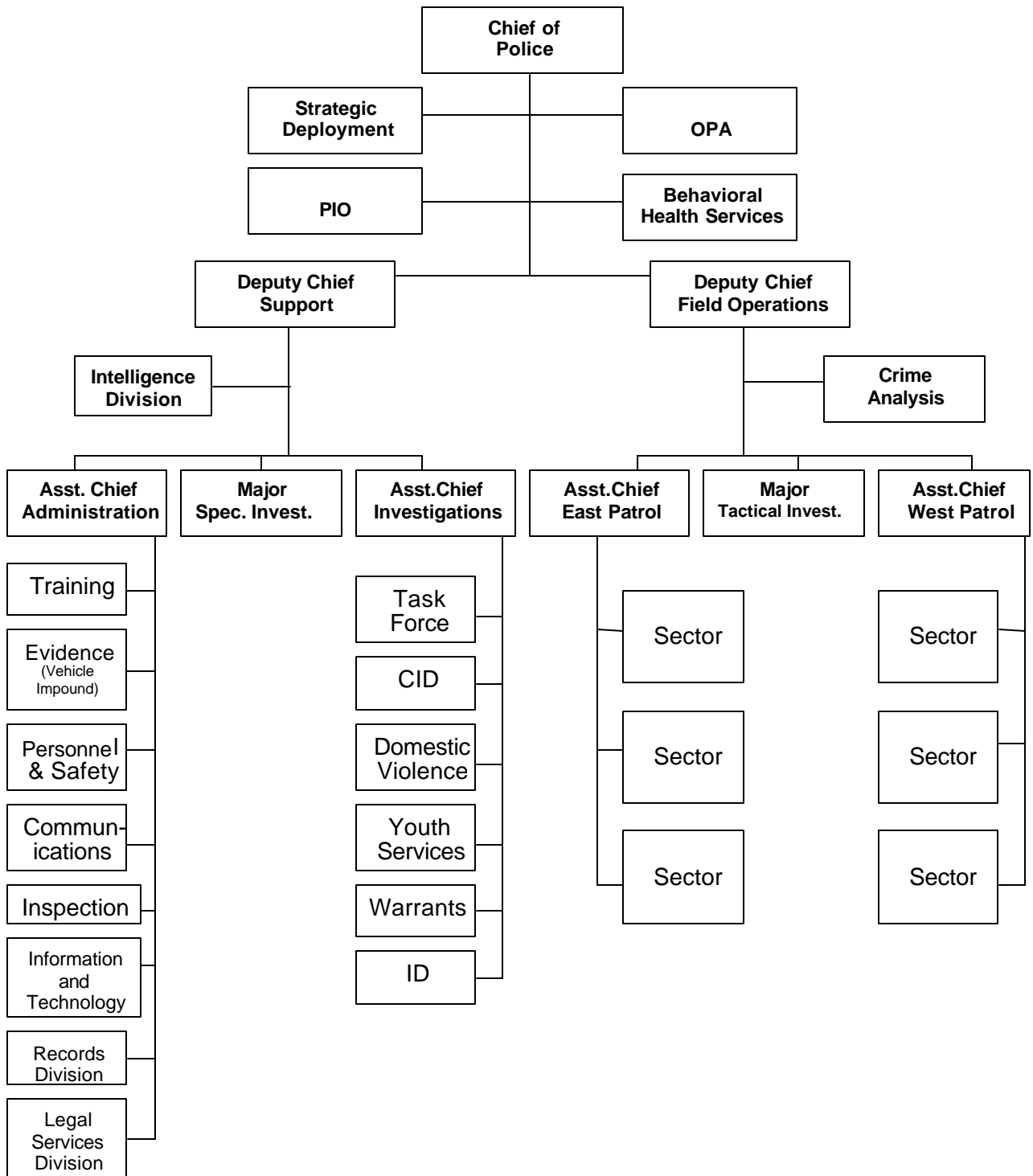
### Need to reallocate existing sworn personnel and study staff utilization

While overall staffing levels are very comparable to those of the peer agencies, MNPD has a high percentage of sworn personnel assigned to specialized units and a low percentage of officers assigned to patrol duty. We recommend the transfer of approximately 113 officers to the Patrol function to ensure that adequate staffing is provided for this critical area. This is the number of patrol officers needed for adequate time for officers to engage in meaningful amounts of community policing activity. These staffing adjustments can be made largely by reassigning existing officers and by reducing administrative time. The reassignments will not all occur immediately. Several performance, training, human resource, and workspace issues will have to be addressed to fully implement this recommendation. In addition to reassignments, the most recent academy class should increase the number of patrol officers. We also recommend an extensive review of departmental staffing to determine where officers and non-sworn staff can be reallocated for greater organizational effect.

### Need for reorganization

The current organizational structure, with one Deputy Chief and the very large Uniform Services Bureau under a single Assistant Chief, hinders the effectiveness of the department. The Chief of Police has too many direct reports, and the organizational structure is not balanced with regard to span of control or scope of responsibility. We propose a revised organizational structure. The proposed structure, shown in Exhibit 2,

**EXHIBIT 2**
**PROPOSED ORGANIZATIONAL CHART**

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                              ┌──────────────┐
                              │   Chief of   │
                              │    Police    │
                              └──────────────┘
   ┌──────────────┐                                  ┌──────────────┐
   │  Strategic   │                                  │     OPA      │
   │  Deployment  │                                  └──────────────┘
   └──────────────┘
   ┌──────────────┐                                  ┌──────────────┐
   │     PIO      │                                  │  Behavioral  │
   └──────────────┘                                  │Health Services│
                                                     └──────────────┘

   ┌──────────────┐                                  ┌──────────────┐
   │ Deputy Chief │                                  │ Deputy Chief │
   │   Support    │                                  │Field Operations│
   └──────────────┘                                  └──────────────┘
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- Chief of Police
  - Strategic Deployment
  - PIO
  - OPA
  - Behavioral Health Services
  - **Deputy Chief Support**
    - Intelligence Division
    - **Asst. Chief Administration**
      - Training
      - Evidence (Vehicle Impound)
      - Personnel & Safety
      - Communications
      - Inspection
      - Information and Technology
      - Records Division
      - Legal Services Division
    - **Major Spec. Invest.**
    - **Asst. Chief Investigations**
      - Task Force
      - CID
      - Domestic Violence
      - Youth Services
      - Warrants
      - ID
  - **Deputy Chief Field Operations**
    - Crime Analysis
    - **Asst. Chief East Patrol**
      - Sector
      - Sector
      - Sector
    - **Major Tactical Invest.**
    - **Asst. Chief West Patrol**
      - Sector
      - Sector
      - Sector

calls for two Deputy Chiefs and four Assistant Chiefs. Recognizing that the reorganization will require adequate transition time, we are recommending that the Operations area be divided between the Patrol and the Patrol Support functions (e.g., Traffic, School Services, Tactical Investigations) as in interim step. This structure better balances the responsibilities of the department, allows for greater accountability due to a more reasonable distribution of managerial responsibility, and facilitates community policing goals.

### *Lack of performance measures*

A common weakness throughout the department was a lack of meaningful performance measures. While most areas had some sort of monthly activity report, the information that was captured was often related to resources and was not as helpful in attempting to measure workload or effectiveness. We recommend that specific performance measures be developed and that these data be routinely monitored to determine the effectiveness of various programs and strategies to determine if specific actions have had a direct impact in terms of improved conditions. For example, measure and monitor the amount of crime in addition to tracking arrests made.

### *Personnel issues*

We noted several areas of personnel management that need improvement. In some of the special units, we noted that a number of officers had worked nearly their entire careers in one type of assignment, limiting opportunity for advancement and limiting the department's overall performance in the long run. Additionally, there are many areas where training can be improved. Finally, the current promotional process for Sergeants and Lieutenants requires that the top candidate on the promotional list be selected for promotion, without taking into account overall past performance or suitability for a promotional assignment. We recommend implementing a clearly defined career

development program, establishing additional training programs, and revising the current

promotional process.

*Emergency communications issues*

We noted the following areas of concern surrounding the call center:

■ a high percentage of abandoned E-911 calls (911 callers who hang up, or are otherwise "lost" before their call is answered);

■ a high number of "junk calls" – calls that do not need to come to the call center or can be handled some way other than dispatching an officer; and

■ a lack of performance measures to monitor operating efficiency or effectiveness.

The E-911 Center is about to be reorganized into a central emergency

communications unit. Since the above issues will need to be addressed no matter how

the function is organized, we recommend that MNPD begin to resolve them in advance

of the reorganization.

*Facilities needs*

Critical space needs exist throughout MNPD. We recommend that the facility

needs of the department be formally studied.

*Budget development, implementation, and monitoring*

We noted a lack of involvement in the budget process by department managers,

enabling them to avoid responsibility for budget development and control, and making

accountability for budget matters difficult to achieve. We recommend that the budget

process and the overall resource allocation process be modified to ensure the direct and

continuing involvement of supervisors so that all department supervisors are taking an

appropriate role in the development and monitoring of budgets.

*Strategic resource allocation issues*

There is no comprehensive strategic plan for MNPD.  Deployment decisions are not based on any form of long-range strategy.  No single area of the department is responsible for leading strategic planning efforts, and adequate preparation for the future is not occurring.  We have recommended the creation of a Strategic Deployment Division, reporting directly to the Chief of Police, to be responsible for taking a leadership role in the areas of strategic planning, financial management and budgeting, resource allocation planning, and internal support for process analysis and re-engineering, for audit implementation and for ongoing performance monitoring and continuous improvement efforts.

## *Summary of Spending Recommendations*

Exhibit 3 is a spreadsheet showing all recommendations that have significant fiscal impacts.  There are a total of eleven positions identified in these recommendations.  These are:

- 3 Magistrates (Commissioners), who are paid through the General Sessions Court budget;

- 5 security officers for the Communications Center; and

- 3 non-sworn professionals for Human Resources, Records, and Safety.

Most of the other costs identified are either capital expenditures or are related to planning associated with various recommendations made in this report.

**EXHIBIT 3**
**FISCAL IMPACT OF RECOMMENDATIONS**

| Recommendation # | | Operating Budget | Capital Budget |
|---|---|---|---|
| **Chapter One** | **Department Overview** | | |
| 1.1.1 | Strategic planning support | $ 500,000 | - |
| 1.3 | Space planning study | - | $ 150,000 |
| 1.4 | Technology strategic plan | - | 100,000 |
| 1.5 | Laptops and upgrades | - | 250,000 |
| 1.8 | Staffing review | 150,000 | - |
| 1.14 | Magistrates (General Sessions) | 200,000 | - |
| **Chapter Two** | **Office of the Chief** | | |
| 2.7 | OPA equipment | - | 15,000 |
| 2.8 | OPA case preparation study | 25,000 | - |
| **Chapter Three** | **Uniform Services  Bureau** | | |
| 3.13 | Replace motorcycles  with cars | - | 600,000 |
| **Chapter Four** | **Investigative Services Bureau** | | |
| 4.7 | Vehicles for Homicide unit | - | 540,000 |
| 4.14 | Security lights and cameras for impound lot | - | 100,000 |
| **Chapter Five** | **Administrative Services Bureau** | | |
| 5.3 | Security for Communication Center | 156,000 | - |
| 5.14 | Human Resources manager | 78,000 | - |
| 5.23 | Records Manager | 78,000 | - |
| 5.31 | Safety Coordinator | 84,500 | - |
| 5.34 | Training programs | 50,000 | - |
| 5.35 | Training assessment | 50,000 | - |
| 5.37 | Driving simulator | - | 90,000 |
| Total recommended spending | | $1,371,500 | $1,845,000 |

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